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AUTHOR Anker, Irving
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ABSTRACT

Based on the firm conviction that integrated schools are vital to our efforts to provide quality education for all children, the New York City Board of Education has continued to assume a leadership role in developing and supporting programs aimed at reducing minority group isolation. A variety of techniques has been employed: selection of sites for new schools, zoning of new schools and rezoning of existing schools to improve ethnic balance, transfer programs that enabled thousands of students from racially isolated districts to attend better-integrated schools in other districts. The decentralization of the city school system in 1970 has placed the responsibility for many programs in the hands of the community school boards, but the central Board of Education has retained the responsibility for furthering integration wherever feasible, including pupil movement across school district lines. Those factors which are beyond the control of the school system have had the greatest impact on the programs for school desegregation and the reduction of minority group isolation. These include segregated housing; unemployment rates, especially among unskilled workers; growth of the population on welfare; influx of minority group poor from other areas; and others. (Author/JM)

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BOARD OF EDUCATION
OF THE CITY OF NEW YORK
110 LIVINGSTON STREET
BROOKLYN, N.Y. 11201

CHANCELLOR'S REPORT ON PROGRAMS AND PROBLEMS AFFECTING INTEGRATION OF THE NEW YORK CITY PUBLIC SCHOOLS

February 1974

IRVING ANKER
Chancellor

U.S. DEPARTMENT OF HEALTH
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I. INTRODUCTION

Based on the firm conviction that integrated schools are vital to our efforts to provide quality education for all children, the New York City Board of Education has continued to assume a leadership role in developing and supporting programs aimed at reducing minority group isolation. The Board's official policy, adopted September 23, 1954, and reaffirmed in June, 1963, and April, 1965, states:

> "It is now the clearly reiterated policy and program of the Board of Education to devise and put into operation a plan which will prevent the further development of (segregated) schools and would integrate the existing ones as quickly as practicable."

In keeping with that policy, the Board has adopted a variety of programs with the specific and consistent objective of achieving an improved racial balance of pupils in the city schools. These policies have been pursued vigorously despite resistance at times from some segments of the population. As a result, for years more students have been attending integrated schools in New York City than in any other comparable urban school system and significantly more than is true in non-urban school systems.

It should be noted that basically, opportunities for integration have been relegated overwhelmingly to the urban centers of our country. The housing patterns and small school districts existing in suburban areas often preclude meaningful integration.

The major obstacle to achieving even more effective integration has been a steady shift in population within the metropolitan area that has resulted in a pupil population in which so-called minority groups are now heavily in the majority. If all of the city's 1,129,000 public school pupils could attend a single

complex of schools, such as an Education Park, an ethnic imbalance would still result given the fact that over 65 percent of the entire pupil population consists of minority group pupils. This percentage continues to grow steadily.

In general, programs resulting in school integration or desegregation are contingent upon four basic factors:

1. The total number of school age children and their ethnic background.
2. The total number of children enrolled in public schools and their ethnic background.
3. The geographic distribution in the city of children of different ethnic groups.
4. The administrative procedures by which pupils are assigned to particular schools.

Only the last is directly controlled by the school system. The quality of the public school program, of course, can affect both the total number of school children in a school district and the nature of the school population. It may even influence patterns of housing occupancy and of community development.

Those factors which are beyond the control of the school system, however, have had the greatest impact on the programs for school desegregation and the reduction of minority-group isolation in large cities like New York. These factors include segregated housing; unemployment rates, especially among unskilled workers; growth of the population on welfare; influx of minority group poor from other areas; higher proportion of white and middle class pupils enrolled in non-public schools; and an exodus of white and middle class families to the surburbs.

Although the city school system was decentralized in 1970 and most responsibilities are now being assumed by 32 community school boards, the central Board of Education has retained its overall responsibility for furthering integrated education where feasible and for reducing minority group isolation.*

The central Board and the Chancellor retain ultimate control over all policies affecting integration at all school levels to ensure that integration is not hampered. Thus many thousands of children (elementary, intermediate, junior high school, and high school) who live in one district attend schools in other districts to further integration. This continues to be particularly effective in integrating schools in North Queens and Central and South Brooklyn.

This report describes the current situation in the city schools and presents data indicative of future trends.

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* Under the Decentralization Law, Community School Boards have jurisdiction over elementary and intermediate/junior high schools. High School jurisdiction is a central responsibility.

II. PROGRAMS TO PROMOTE INTEGRATION

The programs undertaken by the Board of Education and the Chancellor to bring about better integration in the schools fall into several broad categories, including the following:

1. Site Selection -- In order to advance the program for racial integration in the city's public schools, whenever possible, sites for new school buildings have been selected in predominantly middle class areas or in "fringe" areas. Preliminary plans for the organization of these new schools stemmed from the considerations given by an interagency committee to the possibilities of attaining an acceptable level of racial balance by drawing on adjacent communities of disparate ethnic characteristics. The interagency committee included representatives from the community school board, community superintendent's office, School Planning and Research Division, Central Zoning Unit, Community School Board Liaison, Office of Intergroup Education, City Planning Commission, and the Mayor's Committee on Intergroup Relations.

In recent years, approximately 42 schools were erected in predominantly middle class areas of the city to provide accommodations for children living in disadvantaged sections of neighboring communities. The merger of the indigenous school population with minority group children from adjacent neighborhoods resulted in a level of racial integration which could not have been attained if the school had been situated in the deprived areas where many of the students lived.

At the high school level, where travel is less of a concern for the older student population, schools are placed where they will draw students from a wide geographic area, thus mitigating the problem of segregated housing patterns and producing integrated schools wherever feasible.

For some 20 years virtually every high school has been situated so as to make it more feasible to integrate its student body. The result is that every high school, including those in relatively middle class areas, has had an integrated student body. In Brooklyn and Queens almost every high school has a student body which includes at least 25% to 50% minority group pupils.

Frequently this has been achieved by locating these schools where they can receive pupils from overcrowded schools with heavy minority group concentration as well as from the immediate community.

South Shore High School, for example, was built in a middle class neighborhood in Brooklyn where the Ralph Avenue bus line provides convenient transportation for 2,200 minority group pupils.

Lehman High School in the Bronx enrolls more than 900 minority group pupils residing outside of the school's regular zone. The new Harry S. Truman High School in the Northeast Bronx Education Park, in addition to incorporating a predominantly minority isolated housing development into its regular zone, is enrolling additional minority group pupils through an Open Admissions program.

In Queens, Cardozo, Francis Lewis, John Bowne, and Hillcrest High Schools, all built in middle class areas in northern Queens, are but a few of the schools in which minority group pupils from south Jamaica and other sections of southern Queens are part of the student body.

This site selection policy has produced integrated junior high and intermediate schools in similar fashion in central and north Queens and in central and south Brooklyn.

2. Zoning -- Student population, which is based in part on the location of the building, can be further affected by the zoning of a new school or the re-zoning of existing schools as population patterns change. The Board's Special Circular No. 49, 1973-74, on procedures for establishing zone lines, emphasizes integration as a principal consideration. Previous circulars have been similarly focused.

High school zones have been reviewed in an effort to attain improved ethnic composition. "Enclave" or "skip" zoning has been introduced as a technique to increase integration. This involves selecting the areas from which students will be drawn rather than establishing a zone by taking in all students within a certain distance from the school building. As a result, in many cases students bypass the high school nearest to them to attend a more distant school.

Midwood High School provides a good example of these procedures. Zoning changes shifted its pupil population from 98 percent "others" in 1963 to 70 percent (30% minority) in 1973. A comparable change took place in John Bowne High School, which opened with 84 percent "others" in 1964 and enrolled 62 percent (38% minority) in 1973. Integration is promoted in Richmond Hill and Madison High Schools by drawing minority group students from selected areas outside of the regularschool zone. As a result, the respective proportions of "others" in the two schools fell from 90 and 99 percent in 1963 to 66 and 70 percent in 1973. Canarsie High School was deliberately located and zoned to create an integrated school with 67 percent "others" (33% minority) when it opened in 1964. In 1973 the school enrolled 59 percent "others." The integration of Hillcrest High School when it opened in 1972, involved changing the zoning of Forest Hills High School in such a way that middle class pupils whose siblings had attended the latter were required to "bus" to Hillcrest instead of walking to Forest Hills High.

Similar procedures have been followed for a number of junior high and intermediate schools, with results as shown in Table 1.

TABLE 1

DEGREE OF INTEGRATION IN TYPICAL SCHOOLS
IN MIDDLE CLASS AREAS OF NEW YORK CITY

School		1963-64 % "Others"	1973-74 % "Others"/ % Black and Spanish Surnamed
Academic H.S.			
Midwood	(BK)	98	70/30
Madison	(BK)	99	70/30
Bowne	(Q)	84 a	62/38
Richmond Hill	(Q)	90	64/36
Jr. H.S.			
JH 135	(BX)	93	52/48
JH 141	(BX)	98	77/23
JH 143	(BX)	84	51/49
JH 14	(BK)	98	66/34
JH 43	(BK)	97 a	72/28
JH 67	(Q) Little Neck	83	78/22
JH 109	(Q) Hollis	97	52/48
JH 157	(Q) Forest Hills	98	60/40
JH 210	(Q) Ozone Park	- b	64/36

a - Data as of 1964
b - Opened in 1968

With rare exceptions every one of the 168 junior high/intermediate schools in New York City has at least 10% minority group students. As Table II below indicates, even including elementary schools where travel problems are relatively major given the vast size of the segregated "ghettoes," 83% of New York City's public schools have at least 20% minority group pupils in contrast with the rest of the State where only 13% of the elementary schools are in this category. (It must, of course, be noted that, because of the vast population changes in New York City, cited elsewhere in this report, many schools have lost the middle class students who formerly integrated these schools, as indicated in Table II.)

TABLE II

SECONDARY SCHOOLS WITH 90% OR MORE MAJORITY GROUP PUPILS
1958-1972

Year	Junior High-Intermediate Schools (of total number) Number	Per Cent	Academic and Vocational High Schools (of total number) Number	Per Cent
1958	52	41%	32	38%
1963	31	23%	27	31%
1968	9	6%	4	4%
1973	7*	4%	2*	2%

SECONDARY SCHOOLS WITH 90% OR MORE MINORITY GROUP PUPILS
1958-1972

Year	Junior High-Intermediate Schools (of total number) Number	Per Cent	Academic and Vocational High Schools (of Total number) Number	Per Cent
1958	13	10%	0	0%
1963	26	19%	1	1%
1968	48	33%	10	11%
1973	73	43%	31	30%

*Six of the nine secondary schools are located in Staten Island (four junior high/intermediate schools, two high schools).

3. Free Choice Transfer (formerly Open Enrollment) -- This plan, which was started in September 1960, has enabled thousands of minority group students who live in segregated residential areas to attend elementary schools in predominantly middle class areas where space is available for them. Children at all grade levels except kindergarten have participated in this program. In addition, this program offers participating pupils the option of continuing to the junior or senior high school in the receiving district or returning to a school in their home district. Four major receiving districts (Districts 20, 21, 25, 26) enrolled nearly 14,000 Open Enrollment-Free Choice pupils between 1967 and 1972, providing long term integrated education for these 14,000 children and for those in the receiving schools.

Other examples of the results of integration programs are demonstrated in two predominantly middle class and white Queens districts, Community School Districts 25 and 26, which receive substantial numbers of minority group pupils through planned zoning and free choice transfer from other districts. In District 26, twenty-three of twenty-nine schools have at least 20% minority group students (the other six have at least 10%). In District 25, twenty-five out of twenty-nine schools have at least 10-20% minority pupils. In District 18, Brooklyn, where integration proceedings resulted in action by the Chancellor and the Board of Education, there are only four out of twenty-eight schools in which a majority group child attends school with fewer than 20% minority group pupils. Pursuant to direction from the Chancellor, action is presently being taken to improve the ethnic balance of these four schools. (It must be noted that, after a decade of major population change in this district, the total student body is now more than 50% Black and Spanish surnamed. Schools in the northern and central part of the district that were integrated a few years ago have now become racially imbalanced. See Table V, page 19).

4. The Alternate Assignment Plan -- In effect since 1964, this plan has placed sixth grade pupils from overcrowded schools in minority areas in receiving schools where space is available and where the ethnic composition has consisted of more than 78 per cent "others." Pupils under an Alternate Assignment Plan have the option of continuing to the junior high school which serves their new school. These junior high schools generally have a similarly large proportion of "others."

5. Open Admissions -- This plan, in operation since 1962, has enabled more than 20,000 pupils entering the ninth or tenth grades of high schools in areas with large minority group concentrations to select schools in predominantly middle class areas.

6. Comprehensive High Schools and Intermediate Schools -- The Board of Education on April 28, 1965 adopted new policies based on recommendations of a New York State Department of Education report by the Allen Committee.* These policies called for the development of four-year comprehensive high schools to offer "a flexibility of choice to the pupil not now offered under separate academic and vocational schools." This meant a shift of 9th year pupils from the junior high schools into the new comprehensive schools and the establishment of a new pattern of intermediate schools. The major objective of introducing the intermediate school was to bring children of all backgrounds together at an earlier age in order to achieve "excellence in education in an integrated learning environment."

Since 1965, all new high schools have been designed as comprehensive

* This Allen Committee Report also predicted a growing racial imbalance in the next decade in the form of a sharp rise of Black and Puerto Rican percentages in New York City public schools and a corresponding sharp decline of "others," a prediction which has been realized.

schools, and comprehensive programs have been adopted at other existing high schools (with the exception of the specialized academic and unit trade vocational schools, which accept students from all over the city). The Board emphasized that integration was one of the prime reasons for the new school organization in its 1965 publication, Primary School, Intermediate School, Four-year Comprehensive High School, by stating: "...it is essential that... students graduating from intermediate schools be sent to high schools in such a way that optimum ethnic distribution is realized."

7. The Education Park -- This form of school organization which groups several schools from elementary through high school was adopted by the Board because of the opportunities it offers to provide integrated education. A complex for 10,400 pupils is now located in the Northeast Bronx where, in addition to serving Co-op City, it draws one-third of its pupils from minority-group neighborhoods outside that area.

John Bowne High School in Queens, with its related lower schools, shares some of the characteristics of an education park, and another park complex is planned for the Bronx with the new John F. Kennedy High School as its hub.

8. Unzoned or Optional "Magnet" Schools or Programs -- The new "magnet" schools focus on special interest areas. Schools, such as John Dewey in Brooklyn, which offers opportunities for independent study, are integrated by attracting students from all over the borough.

9. School Pairing -- The pairing of neighborhood elementary schools, pairing a predominantly middle class school with a minority isolated one, was tried experimentally with the establishment of four sets of pairs in 1964. A common zone was established for the paired schools with all children attending the

same school for certain grades (i.e., grades 1 through 3 in school A and grades 4 through 6 in school B). Unfortunately, initial gains in integration have been followed by subsequent declines in the population of "others" in the schools involved.

10. Programs Involving Pupil Transportation -- Many of the programs to improve integration described above are dependent for their success on travel and transportation procedures made possible by the Board of Education. Some 500,000 pupils travel daily by contract bus and public transportation, many thousands traveling out of their minority isolated neighborhoods to attend integrated schools. Contract buses log approximately 913,000 miles each year for integration purposes.

III. THE TREND THAT THREATENS VIABLE INTEGRATION

Dramatic Changes in New York City Public School Ethnics in Recent Decades

While the New York City Board of Education has been pursuing the goal of providing quality integrated education for as many children as possible, changes in the ethnic composition of the public school system in recent decades have increasingly undercut those efforts.

In 1957 when the Board took its first ethnic census of the public schools, "others" constituted 68 percent of the school system's pupil population. By 1973* school enrollment of "others" was down by nearly half, to 34 percent, and preliminary figures for the current school year show a continuation of this trend. During the same period the total number of minority group pupils more than doubled.

In the individual boroughs, "others" in Manhattan dropped from 35 percent in 1958 to 14 percent in 1973-74. During the same period, "others" in the Bronx schools declined from 63 to 19 percent, and in Brooklyn the change was from 70 percent to 32 percent.

Thus, for the pupil population of the three boroughs, the so-called minority group children have been the majority for some time.

In Manhattan, minority group pupils outnumbered "others" in 1957 when the first ethnic census was taken. "Others" currently constitute only about 10 percent of the pupil population in Manhattan intermediate/junior high schools.

In the Bronx the number of "others" was exceeded by minority group

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* The percentages and totals are not directly comparable because from 1957 to 1967 the "others" category included Orientals, Other Spanish Surnamed Americans, and American Indians, categories that since 1968 have been counted separately.

pupils by 1963. At the present time more than five out of every six pupils in the Bronx are members of minority groups.

In Brooklyn the minority group pupil population exceeded the number of "others" in 1966.

The current ethnic composition of the New York City Public School is shown in the following table:

TABLE III

New York City Public Schools
Ethnic Composition of Schools

Ethnic Group	Number of Pupils 1972-73	Number of Pupils 1973-74	Percent of Pupils 1973-74
Puerto Rican	259,849	255,194	23
Other Spanish Surnamed American	43,614	43,126	4
Black	406,974	403,471	37
American Indian	413	517	0
Oriental	20,452	22,030	2
Others	397,694	379,068	34
Total	1,128,996	1,103,406	100

The ethnic composition of the public schools is also affected by the pattern of registration in the city's non-public schools. A recent study shows that about a quarter of New York City's total pupil population attends non-public schools, yet those schools enroll nearly half of the total "others" pupil population in the city. Conversely, the public schools enroll nearly three quarters of the city's pupil population, including 90 percent of the minority group pupils. (See Table IV.)

TABLE IV

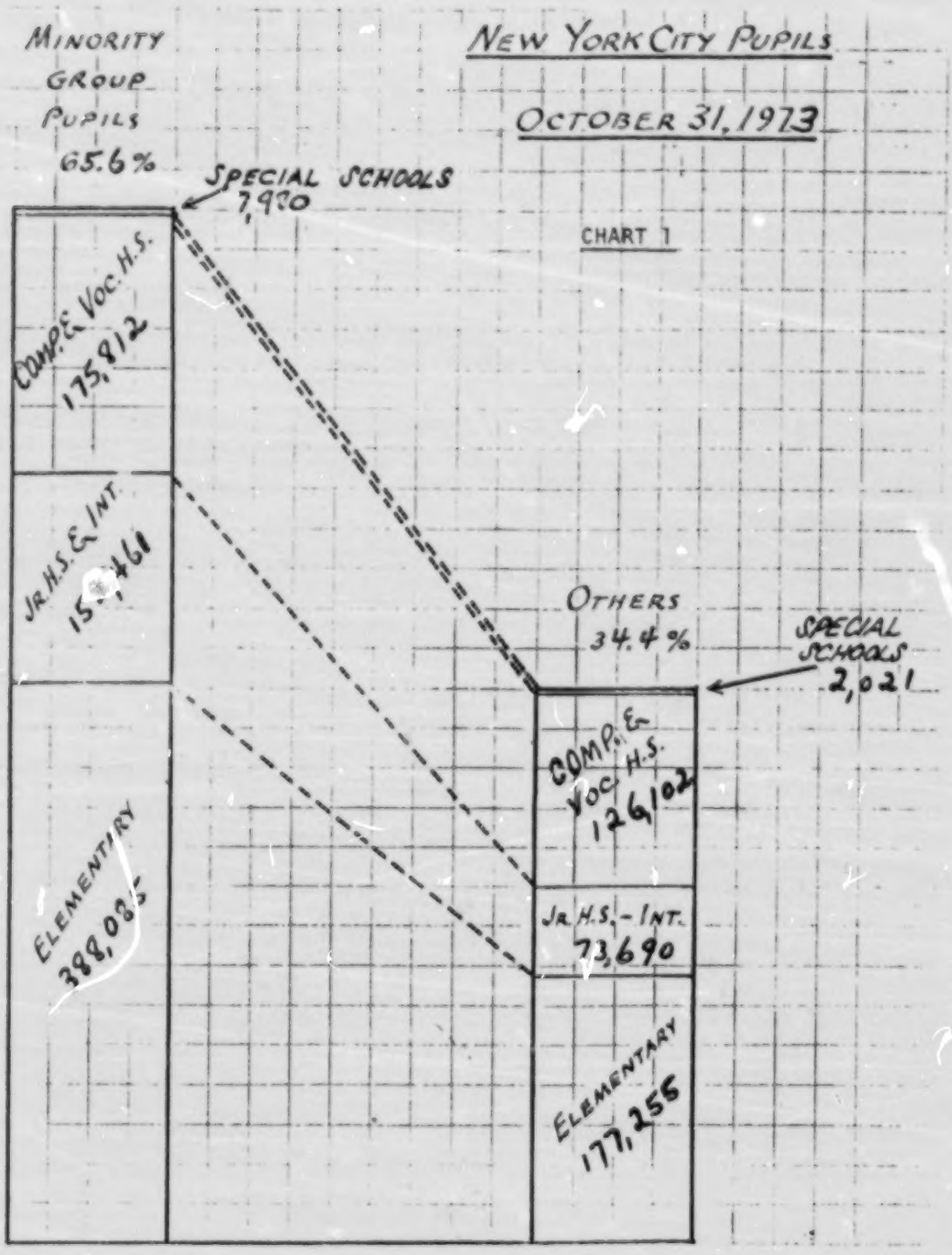
Ethnic Composition of All Schools in the City of New York
School Year 1972 - 1973

	Minority	Others	Total
Public schools	731,302 (90.5%)	397,694 (52.8%)	1,128,996
Non-public schools	77,190 (9.5%)	355,140 (47.2%)	432,330
Total city wide	808,492 (100%)	752,834 (100%)	1,561,326

Sources: New York State Education Department, Diocesan Offices, Board of Jewish Education, Bureau of Educational Program Research and Statistics (Board of Education, City of New York)

At all levels within the public schools--elementary, intermediate, junior high and comprehensive/vocational high schools--minority group pupils are in the majority. (See Charts 1 and 2.)

For the school system as a whole (Chart 3), minority group pupils became the majority in 1966. The enrollment of minority pupils had bypassed that of "others" in 1963-64 in the elementary schools. In the intermediate/junior high schools the change occurred in 1965-66, and in the senior high schools minority enrollments have just recently exceeded the enrollment of "others." Since today's elementary school children become the future junior high and senior high school students (even if movement in and out of the city were to cease), Chart 2 indicates clearly the future ethnic changes that will take place in the secondary schools.



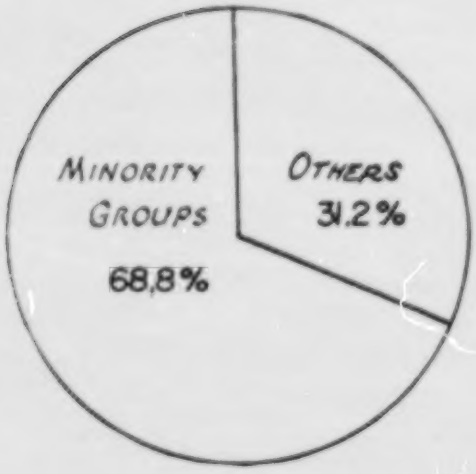
Source: Bureau of Educational Program Research and Statistics

CHART 2

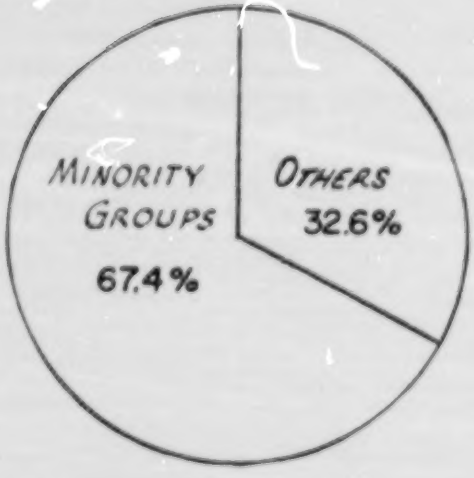
ANNUAL CENSUS OF SCHOOL POPULATION

October 31, 1973

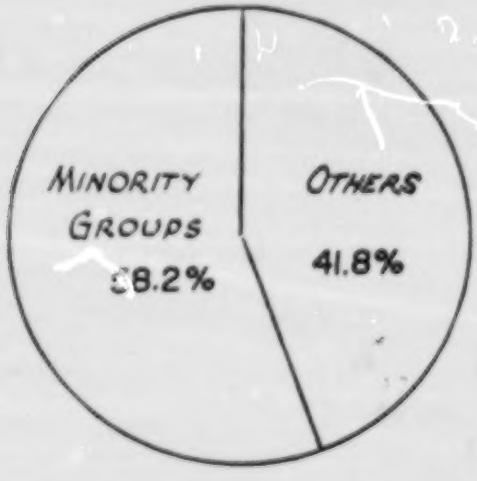
ELEMENTARY



JUNIOR HIGH SCHOOL AND INTERMEDIATE



SENIOR HIGH SCHOOL

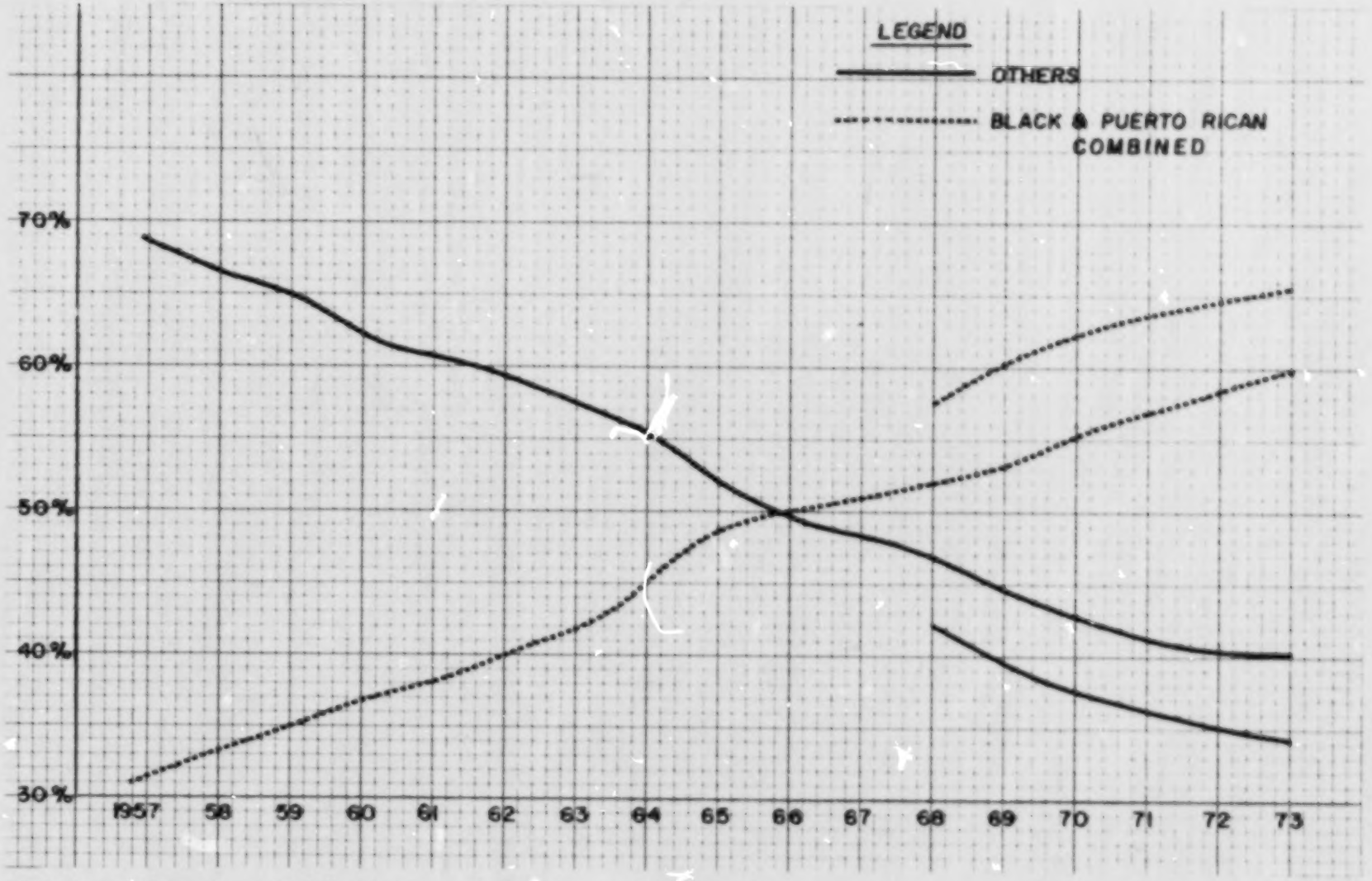


Source: Bureau of Educational Program Research & Statistics

TRENDS IN THE CITY-WIDE ETHNIC COMPOSITION

PUPIL POPULATION OF THE PUBLIC SCHOOLS OF NEW YORK CITY

Chart 3



The trend lines from 1957-1973 use a definition of "others" which includes American Indian, Other Spanish Speaking Americans and Orientals.

The secondary trend lines from 1968-1973 use a definition of "others" limited primarily to Caucasian.

In many instances, steps taken by the Board of Education to improve racial balance in the schools by site selection, zoning or other special programs, have been eroded or nullified by changes in the pupil population as indicated by selected schools listed in Table V.

TABLE V

Schools	District	Percent of "Others" 1962 - 1963	Percent of "Others" 1973 - 1974
J-232-K	18 (Flatbush)	78	4
J-252-K	18 (Flatbush)	65	2
J-285-K	18 (Flatbush)	94	36
J-162-K	32 (Bushwick)	85	35
J-166-K	19 (East New York)	55	4
I.S. 246-K	17 (Flatbush)	81	11
J-59-Q	29 (St. Albans)	57	2
J-198-Q	27 (Rockaway)	85	28
J-117-X	9 (Concourse-Fordham)	75	8
J-79-X	10 (Fordham)	79	17
Wingate H.S.		70	3
Jefferson H.S.		76	1
Jackson H.S.		65	4
Springfield Gardens H.S.		65	41

New York City Compared with Remainder of New York State

In New York State, for example, a comparison of the ethnic distribution in the schools of the six largest cities of New York State (including New York City) with the ethnic distribution of the rest of the State (Tables VI, VII and VIII) indicates that the problems of integration in New York are largely confined to the big cities.

The ethnic distribution of school children in the State, outside of the six major cities, presents a sharp contrast, with "others" making up 94 per cent of the pupil population. Thus, in New York State outside the large cities, Blacks and Puerto Ricans constituted but 6% of the student population in 1972-73.

TABLE VI

City and Proportion of Pupil Population
1972-73

	Albany	Buffalo	Rochester	Syracuse	Yonkers	New York City
Black and Spanish surnamed	37%	44%	44%	28%	22%	63%
Oriental	0%	1%	0%	1%	1%	2%
Others	63%	55%	56%	71%	77%	35%
TOTALS	100%	100%	100%	100%	100%	100%

Source: New York State Information Center on Education and Bureau of Educational Program Research and Statistics.

TABLE VII

New York State Outside the "Big Six"
Cities Proportion of School Population
1972-73

Black and Spanish Surnamed	5%
Oriental	1%
Others	94%
TOTAL	100%

Source: New York State Information Center on Education.

TABLE VIII

Pupils Classified as "Others" in the Public Schools of New York City As Contrasted with "Others" in the Public Schools of New York State School Year 1972-73

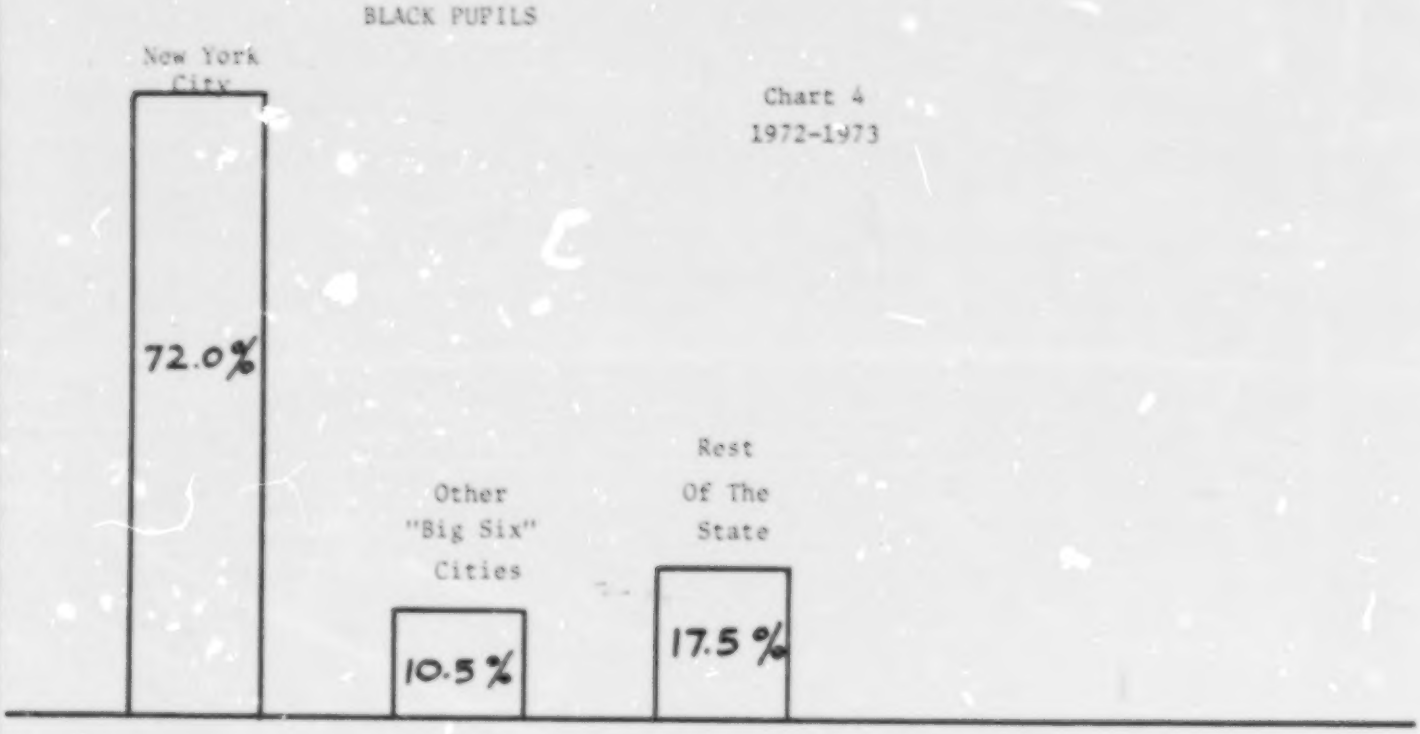
Geographical Unit	Number of Pupils	Proportion of "Others"
New York City	397,694	15.5%
Remainder of the State	2,163,454	84.5%
Total, New York State	2,561,148	100.0%

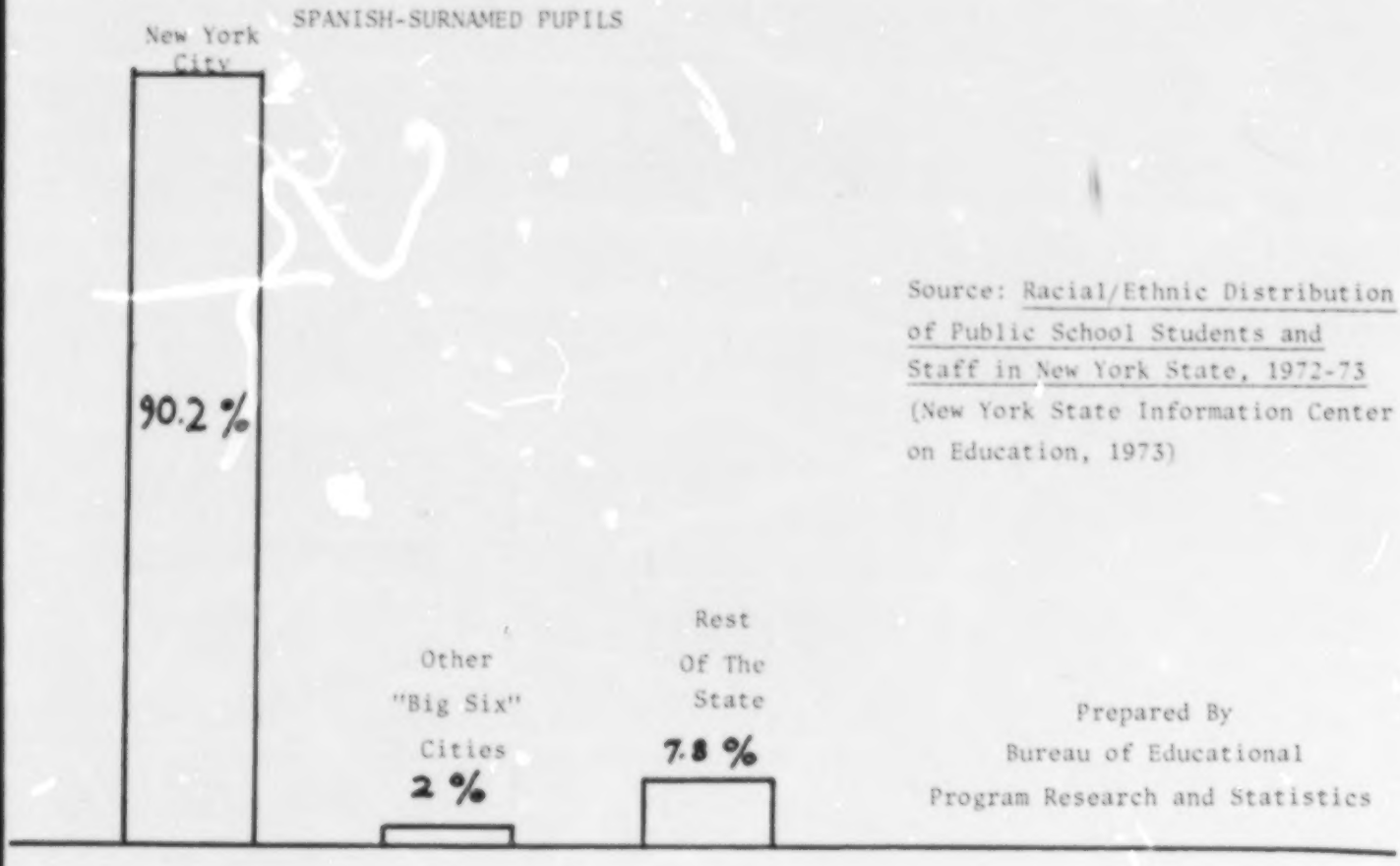
Sources: Data in Bureau of Educational Program Research and Statistics and New York State Information Center on Education

Another approach to the problem of integration in New York City is to consider the proportion of minority group pupils attending the State's public schools who are enrolled in New York City. The following chart, prepared from data tabulated by the State Education Department, shows that 72 percent of the State's Black pupils are enrolled in New York City's public schools. The five other major cities enroll 10.5 percent of the State's Black pupil population, and the remaining 17.5 percent is distributed throughout the rest of the State. In addition, more than 90 percent of the Spanish-surnamed pupils in the State attend public schools in New York City, with 2 percent enrolled in the other five big cities and less than 8 percent in the rest of the State. Nearly 79 percent of the minority group pupils in New York State's public schools are to be found in New York City, less than 7.5 percent are in the remainder of the "Big Six," and less than 14 percent in the rest of the State. (See Charts 4 and 5).

PROPORTION OF NEW YORK STATE's MINORITY GROUP PUPILS
ATTENDING PUBLIC SCHOOLS IN NEW YORK CITY, OTHER "BIG SIX" CITIES
AND THE REMAINDER OF THE STATE

Chart 4
1972-1973





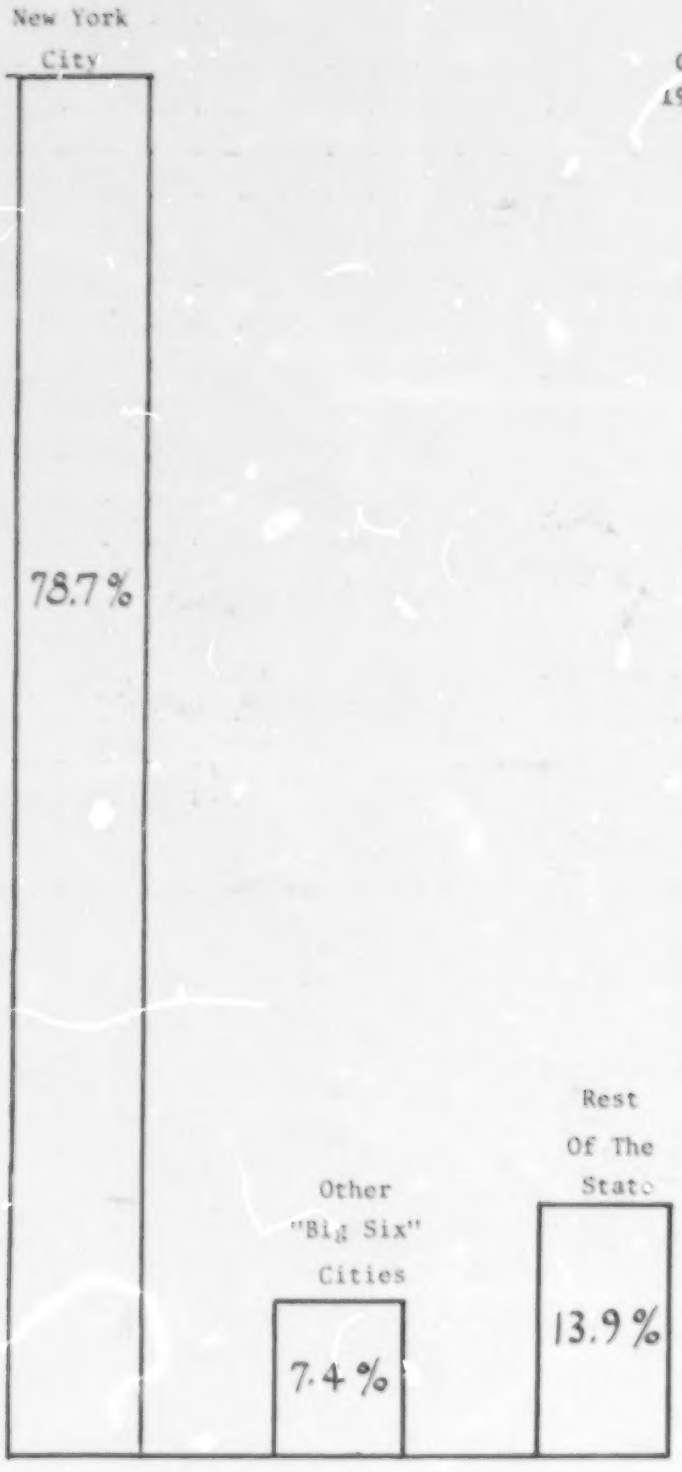
Source: Racial/Ethnic Distribution of Public School Students and Staff in New York State, 1972-73 (New York State Information Center on Education, 1973)

Prepared By
Bureau of Educational
Program Research and Statistics

PROPORTION OF NEW YORK STATE's MINORITY GROUP PUPILS ATTENDING PUBLIC SCHOOLS IN NEW YORK CITY, OTHER "BIG SIX" CITIES AND THE REMAINDER OF THE STATE

Minority Group Pupils
(Black and Spanish-Surnamed)

Chart 5
1972-1973



Source: Racial/Ethnic Distribution of Public School Students and Staff in New York State, 1972-73 (New York State Information Center on Education, 1973)

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Bureau of Educational
Program Research and Statistics

In New York City, many thousands of pupils residing in one community school district attend school in another district as part of the City's effort to integrate the schools as much as possible. By contrast, in neighboring Nassau and Suffolk Counties small districts of predominantly minority group pupils exist like tiny islands in a sea of majority group districts without comparable efforts to achieve integration.

In those two counties which share Long Island with Brooklyn and Queens, 73 percent (all but 20) of the school districts in Suffolk County, and 84 percent (all but 9) of the school districts in Nassau County are "racially isolated."*

According to a 1973 publication of the State Education Department (See Tables IX, X and XI), only four among the 130 school districts in Nassau and Suffolk Counties have an overwhelmingly minority pupil population. They are Bridgehampton (73 percent), Hempstead (85 percent), Roosevelt (96 percent) and Wyandanch (98 percent). By any definition, Wyandanch and Roosevelt are "racially isolated."** Hempstead comes close to being isolated and, according to some definitions, is isolated, while the pupil population of Bridgehampton, is overwhelmingly minority group. All are relatively small districts, with Bridgehampton enrolling fewer than 400 pupils. Each of the four is located near districts which are much larger and which overwhelmingly enroll "others." Lindenhurst, for example, is situated near Wyandanch. The pupil registers of

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* The Fleischmann Committee actually employed the terms "white isolated districts" and "minority isolated districts." (See the Report of the New York State Commission on the Quality, Cost and Financing of Elementary and Secondary Education, 1, 4, 19). The Public Education Association's concept of schools containing 90 percent or more of either group (minority or majority) has been borrowed to define a "white isolated school system" or "minority isolated school system."

** See definition in previous footnote.

Lindenhurst, which enrolls 96.4 percent "others" outnumber the corresponding registers of Wyandanch by more than 4 1/2 to 1. Sag Harbor (92.5 percent "others") outnumbers nearby Bridgehampton (27.4 percent "others") by more than 30 to 1. In each of these instances the districts are closer to each other and smaller in size than the districts within New York City which exchange pupils for integration purposes.

For the rest of the State, data published by the State Information Center on Education* show that 88.1 percent of the school districts outside of New York City and Long Island are "white isolated" (containing 90 percent or more minority group pupils). Only 11.4 percent of these districts may be regarded as integrated.

In comparison with the rest of the State, New York City has only 6.5 percent "white isolated" schools while the rest of the State has 80.8 percent--almost 12 1/2 times as many. Because of its proportionately high enrollment of minority group pupils, the City has a higher proportion of "minority isolated" schools than the rest of the State (see Tables XII and XIII).

*"Racial/Ethnic Distribution of Public School Students and Staff in New York State, 1972-73." New York State Information Center on Education.

TABLE IX

"ETHNIC" ORIGIN OF PUPILS IN LONG ISLAND
OUTSIDE BROOKLYN AND QUEENS
SCHOOL YEAR 1972-1973

Nassau County

District	Per Cent of Pupil Ethnic Population			
	Black	Spanish Surnamed	American Indian and Oriental	Other
Glen Cove	11.6	7.1	1.1	80.2
Hempstead	80.0	4.0	0.9	15.1
Uniondale	17.6	2.8	0.6	78.9
East Meadow	1.0	2.0	0.7	96.3
North Bellmore	1.3	0.2	0.2	98.4
Levittown	-	0.9	0.5	98.6
Seaford	-	0.8	0.4	98.8
Bellmore	1.0	-	0.2	98.7
Roosevelt	93.7	2.5	0.3	3.6
Freeport	38.8	5.7	0.5	55.0
Baldwin	0.9	0.9	0.3	97.9
Oceanside	0.4	1.0	0.2	98.5
Malverne	50.9	0.6	0.2	48.3
Valley Str. Hemp. 13	-	0.8	0.4	98.7
Hewlett-Woodmere	0.2	0.3	0.3	99.2
Lawrence	7.8	1.1	0.2	90.9
Elmont	6.6	2.7	0.2	90.5
Franklin Square	-	1.3	0.1	98.5
Garden City	-	0.1	0.8	99.0
East Rockaway	0.2	1.3	0.3	98.3
Lynbrook	1.3	1.5	0.6	96.7
Rockville Center	6.3	2.8	0.4	90.5
Floral Park	-	2.7	0.7	96.6
Wantagh	0.2	0.8	0.3	98.8
Valley Str. Hemp. 24	-	1.7	0.3	97.9
Merrick	0.2	0.6	0.2	99.0
Island Trees	0.1	1.7	0.5	97.6
West Hempstead	2.6	1.2	0.9	95.2
North Merrick	0.4	0.5	0.1	99.0
Valley Str. Hmp. 30	-	0.9	0.1	98.0
Island Park	1.9	5.9	0.3	91.9
Valley Stream CHS	-	1.4	0.3	98.2
Sewanhaka	1.9	1.8	0.4	95.9
Mepham	0.4	0.5	0.1	99.1
Long Beach	17.0	6.1	0.4	76.6
Westbury	53.5	2.3	0.8	43.4
East Williston	1.0	1.3	0.7	97.0
Roslyn	5.5	0.6	0.5	93.4

Nassau County (Continued)

School District	Per Cent of Pupil Ethnic Population			
District	Black	Spanish Surnamed	American Indian and Oriental	Other
Port Washington	2.4	1.7	0.8	95.1
New Hyde Park	0.9	0.6	1.0	97.5
Manhasset	12.8	0.8	0.1	86.5
Great Neck	5.6	1.5	1.0	91.9
Herricks	-	0.2	0.6	98.8
Mineola	4.1	2.7	0.9	92.4
Carle Place	1.0	1.7	1.2	96.2
Sea Cliff	0.8	1.6	0.5	97.1
Syosset	0.6	0.3	0.1	99.0
Locust Valley	1.8	1.3	0.4	96.6
Plainview	0.2	0.2	0.3	99.3
Oyster Bay	5.1	0.9	0.7	93.3
Jericho	0.4	0.4	0.6	98.0
Hicksville	0.3	1.4	0.6	97.8
Plainedge	-	0.5	0.2	98.2
Bethpage	-	1.4	0.5	98.0
Farmingdale	3.2	1.2	0.4	85.3
Massapequa	-	0.8	0.2	99.0
County Total	7.2	1.6	0.4	90.4

Source: New York State Information Center on Education

TABLE X

"ETHNIC" ORIGIN OF PUPILS IN LONG ISLAND
OUTSIDE BROOKLYN AND QUEENS
SCHOOL YEAR 1972-1973

Suffolk County

District	Per Cent of Pupil Ethnic Population			
	Black	Spanish Surnamed	American Indian and Oriental	Other
Babylon	6.3	2.2	0.5	91.1
West Babylon	3.2	1.0	0.2	95.6
North Babylon	13.1	2.3	0.3	84.4
Lindenhurst	1.1	2.3	0.2	96.4
Copiague	23.9	2.3	0.2	73.6
Amityville	45.3	1.7	0.4	52.7
Deer Park	5.7	1.9	0.6	91.8
Wyandanch	94.7	3.3	-	2.1
Three Village	1.3	1.6	1.0	96.1
Comsewogue	1.2	2.2	0.2	96.4
Bellport	29.5	4.3	0.3	65.9
Sachem	0.5	3.6	0.2	95.8
Port Jefferson	1.7	1.6	0.7	95.9
Mount Sinai	0.7	0.7	-	98.5
Miller Place	0.1	1.8	0.3	97.7
Rocky Point	1.6	1.7	0.5	96.1
Shoreham	1.2	0.4	0.9	97.6
Middle County	1.4	2.3	0.2	96.1
Middle Island	19.8	3.0	0.2	77.1
South Manor	-	-	-	100.0
Patchogue	2.1	6.2	0.3	91.5
South Haven	10.7	2.4	-	86.9
Mastic Beach	1.5	3.8	0.4	94.3
Center Moriches	16.8	0.2	4.3	78.7
East Moriches	4.7	2.8	1.2	91.2
East Hampton	11.5	0.5	0.4	87.6
Wainscott	7.1	-	-	92.9
Amagansett	3.1	0.6	1.2	95.0
Springs	1.9	-	0.3	97.8
Sag Harbor	4.8	2.3	0.4	92.5
Montauk	2.8	1.0	1.9	94.3
Elwood	2.8	1.0	0.5	95.8
Cold Spring Harbor	-	0.4	0.5	99.0
Huntington	7.7	2.5	0.6	89.2

Suffolk County (Continued)

District	Per Cent of Pupil Ethnic Population			
	Black	Spanish Surnamed	American Indian and Oriental	Other
Northport	0.3	0.9	1.2	97.6
Half Hollow Hills	2.5	0.9	0.8	95.8
Harborfields	3.0	0.4	0.5	96.1
Commack	0.3	0.5	0.4	98.9
South Huntington	5.1	0.6	0.5	93.9
Bay Shore	10.1	3.5	0.4	86.0
Islip	0.9	2.5	0.5	96.1
East Islip	0.2	1.4	0.3	98.1
Sayville	0.5	0.9	0.2	98.4
Bayport Blue Point	0.3	1.0	0.2	98.5
Hauppauge	0.5	1.0	0.1	98.4
Connetquot	0.2	2.2	0.3	97.3
West Islip	0.1	1.7	0.2	98.0
Brentwood	5.7	14.1	0.3	79.9
Central Islip	13.8	11.2	0.3	74.8
Ocean Beach	-	-	7.7	92.3
Wading River	0.6	-	-	99.4
Riverhead	31.3	1.1	0.3	67.3
Little Flower	29.4	36.1	-	34.5
Shelter Island	0.9	-	-	99.1
Smithtown	0.3	0.5	0.3	99.0
Kings Park	0.1	0.8	0.2	98.8
Remsenburg	6.6	-	-	93.4
West Hampton Beach	12.9	0.8	0.5	85.8
Quogue	34.8	0.9	-	64.3
Hampton Bays	-	-	0.2	99.8
Southhampton	20.9	0.7	5.8	72.7
Bridgehampton	69.4	3.2	-	27.4
Sagaponack	-	-	-	100.0
Eastport	3.0	0.8	0.8	95.5
Tuckahoe	29.1	2.2	-	68.7
East Quogue	0.3	1.7	-	98.0
Fisher's Island	1.8	-	-	98.2
Southhold	2.7	0.3	0.2	96.9
Cutchogue	5.8	0.8	-	93.4
Mattituck	6.2	0.9	-	93.0
Greenport	26.4	2.3	-	71.3
Laurel	4.8	1.6	3.2	90.3
New Suffolk	3.0	-	-	97.0
County Total	5.9	2.9	0.4	90.7

Source: New York State Information Center on Education

TABLE XI

PREDOMINANTLY MINORITY GROUP SCHOOL DISTRICTS
AND NEARBY SCHOOL DISTRICTS COMPRISED PRIMARILY OF "OTHERS"
IN NASSAU AND SUFFOLK COUNTIES
SCHOOL YEAR 1972-1973

Predominantly Minority Group Community	Pupil Population		Neighboring Community Predominantly "Others"	Pupil Population	
	Total Population	Per Cent "Others"		Total Population	Per Cent "Others"
Bridgehampton	383	27.4	Sag Harbor	11,597	92.5
Hempstead	5,684	15.1	East Meadow	16,186	96.3
Roosevelt	4,206	3.6	Baldwin	9,026	97.9
Wyandanch	2,446	2.1	Lindenhurst	11,104	96.4

Sources: Standard Education Almanac, 1972 (Academic Media, 1972) and "Racial/Ethnic Distribution of Public School Students in New York State, 1972-73" (New York State Information Center on Education, 1973)

TABLE XII

NUMBER AND PROPORTION OF NEW YORK CITY
PUBLIC, ELEMENTARY, JUNIOR HIGH AND HIGH SCHOOLS
BY VARYING PROPORTIONS OF RACIAL COMPOSITION
1972-1973

Racial Composition of Schools (Per Cent Minority)	Number of Schools	Per Cent of Schools
None	2	0.2
0.1-9.9	60	6.3
10.0-19.9	100	10.5
20.0-29.9	89	9.4
30.0-39.9	78	8.2
40.0-49.9	42	4.4
50.0-59.9	48	5.1
60.0-69.9	44	4.6
70.0-79.9	58	6.1
80.0-89.9	86	9.1
90.0-99.9	306	32.2
100.0	37	3.9
TOTAL	950	100.0

* Minority group pupils include Blacks and Spanish Surnamed Americans

Source: Bureau of Educational Program Research and Statistics

TABLE XIII

NUMBER AND PROPORTION OF NEW YORK STATE
PUBLIC ELEMENTARY, JUNIOR HIGH, AND HIGH SCHOOLS
EXCLUDING NEW YORK CITY
BY VARYING PROPORTIONS OF RACIAL COMPOSITION
1972-1973

Racial Composition of Schools (Per Cent Minority)	Number of Schools	Per Cent of Schools
None	586	16.8
0.1-9.9	2,224	64.0
10.0-19.9	234	6.7
20.0-29.9	157	4.5
30.0-39.9	75	2.2
40.0-49.9	39	1.1
50.0-59.9	42	1.2
60.0-69.9	23	0.7
70.0-79.9	16	0.5
80.0-89.9	7	0.2
90.0-99.9	56	1.6
100.0	17	0.5
TOTAL	3,476	100.0

* Minority group pupils include Blacks and Spanish Surnamed Americans

Source: "Racial/Ethnic Distribution of Public School Students and Staff in New York State, 1972-73," Information Center on Education, The State Education Department, 1973

IV. NEW YORK CITY AND OTHER LARGE CITIES

Not surprisingly conditions comparable to those in New York City are found in other major cities around the country. Table XIV, based on data provided by the National Education Association in November, 1973, presents the ethnic composition of the public schools in the nation's 12 largest cities outside New York. They range in size from Chicago, population 3,363,000 to San Francisco, population 716,000.

TABLE XIV
ETHNIC COMPOSITION OF THE PUBLIC SCHOOL POPULATION, 1970
Twelve Largest Cities of U.S. Outside New York City

		Black Per Cent	Oriental Per Cent	Spanish Surnamed American Per Cent	Other Per Cent
1.	Chicago	55	1	9	35
2.	Los Angeles	24	4	22	50
3.	Philadelphia	61	0	3	36
4.	Detroit	64	0	1	35
5.	Houston	35	0	14	50
6.	Baltimore	67	0	0	33
7.	Boston	30	2	4	64
8.	Dallas	34	0	9	57
9.	Washington, D.C.	95	0	0	5
10.	Cleveland	58	0	2	40
11.	Milwaukee	26	0	3	70
12.	San Francisco	28	21	14	37

Source: National Education Association, November, 1973

V. SUMMARY AND CONCLUSIONS

Nearly 20 years ago the then New York City Board of Education declared its commitment to integrated education. Although criticism may have been warranted, this commitment has been consistently demonstrated and the goal vigorously pursued despite some resistance to the proposed outcomes. A variety of techniques has been employed toward this end: selection of sites for new schools, zoning of new schools and rezoning of existing schools to improve ethnic balance, transfer programs that have enabled thousands of students from racially isolated districts to attend better-integrated schools in other districts.

The decentralization of the City school system in 1970 has placed the responsibility for many programs in the hands of the Community School Boards, but the central Board of Education has retained the responsibility for furthering integration wherever feasible, including pupil movement across school district lines.

The New York City school system has done much to promote integration and to mitigate the effects of minority isolation where it occurs, although it has admittedly not been totally successful. Two recent studies, conducted by independent researchers, are cited:

A study of Northern school desegregation in 91 cities, conducted by researchers at the National Opinion Research Center of Chicago and the Center for Metropolitan Planning and Research at the Johns Hopkins University, Baltimore, rates New York City and San Francisco as the two most successful examples of desegregation in very large metropolitan areas.

The study reports:

> "New York City's numerous controversies over education have received a great deal of attention and obscured the fact that over the past 10 years the city school system has done a reasonably good job of desegregating...at least it has done a great deal more than other large cities..."

The Urban System Performance,* a study of school performance in six cities: Baltimore, Chicago, Detroit, Los Angeles, Philadelphia and New York, states:

> "The New York schools are the least segregated with Detroit, Philadelphia and Los Angeles schools between two extremes..."

It is clear, however, that, given shifting population patterns--the movement of the middle class to the suburbs, leaving the minority poor isolated in the large cities- and the declining number of "others" in the city's public schools, the task of achieving meaningful integration within the boundaries of New York City or other large cities becomes increasingly difficult. Projecting the trends indicated by the growth of the minority group population at each level of the New York City school system, it would appear that "others" will continue to decline as a percentage of the total enrollment.

One promising note is the growing recognition that school integration is not simply a function of the school system, but involves other agencies, especially those responsible for housing.

The trend toward racially imbalanced public schools in our large cities must receive the attention of responsible officials, educational and governmental, as well as of our community leaders in all areas of the public interest. While continuing to hold city school authorities responsible

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for creative programs to promote feasible integration in urban schools, state and national officials and law makers cannot ignore the fact that the correction of the growing isolation of our poor minority groups in urban schools is each year becoming less and less a condition which large city Boards of Education can deal with alone.

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